fcm federation of canadian municipalities
fédération canadienne des municipalités

Summary Proceedings of the 43rd Annual Conference Halifax, June 8-11, 1980

SUMMARY PROCEEDINGS
OF THE
43RD ANNUAL CONFERENCE
OF THE
FEDERATION OF CANADIAN MUNICIPALITIES
SUNDAY, JUNE 8 TO WEDNESDAY, JUNE 11, 1980

MONDAY, JUNE 9

The FCM's 43rd Annual Conference was officially opened by the Conference Chairman, Mayor Daniel Brownlow of Dartmouth. The Honourable J. E. Shaffner, Lieutenant-Governor of Nova Scotia, conveyed the Province of Nova Scotia's greetings to the delegates.

Following the Lieutenant-Governor's remarks, Mayor Brownlow obtained the delegates' approval of the Conference procedures. He then called upon the Federation's President, Mayor C. J. Purves of Edmonton, to address the delegates.

Mayor C. J. Purves

In his Presidential report, Mayor Purves outlined some of the highlights of his term of office: meetings with the former Prime Minister, the Right Honourable Joe Clark; publication of preliminary editions of five terminology lexicons; presentation of a brief on the transportation of dangerous goods to the federal government; a study tour by several FCM member mayors to NATO and other international defence establishments in Europe in which Canada participates, a fact-finding visit to Washington to study the FCM's counterpart organizations' structure, functions and objectives; representation at several provincial municipal associations' Annual Conventions, and the publication of two Task Force Reports--

one on the FCM's fees and proposed structural reorganization, and the other on a proposed role for municipal government in constitutional reform.

On the subject of the latter report, Mayor Purves said that, while we may be proud of the FCM's contribution, and of the results achieved through the dedicated efforts of the resource task force, the completion of the report by no means signifies the project's end--the real work is just starting.

"It is every delegate's responsibility," the Mayor added, "not just the Executive's or the Board's. Each of us must return to his own municipality and publicize the importance of this report on constitutional reform. We must let our citizens and our provincial M.P.P.'s or M.L.A.'s know about this report, and urge them to study it so that they may fully understand the municipal position. That is the challenge facing us when we leave this Conference."

International Relations

Referring to his recent visit to NATO defence installations abroad, the Mayor of Edmonton expressed the view that Canada has not lived up to its commitments in Europe either financially or in terms of manpower, defence and technical research. Municipal leaders should be aware of this situation, and should convey their concerns to the federal government.

According to Mayor Purves, the FCM should strengthen its organizational liaison with its international counterparts, particularly those in the United States--the National League of Cities, the U. S. Conference of Mayors and the National As-

sociation of Counties.

Restructuring the FCM

On the subject of issues closer to home, Mayor Purves cited the task force report's proposal for the FCM's reorganization. He stressed to the delegates that all members must play an active role in encouraging their neighbouring municipalities to join the FCM.

He concluded by expressing the hope that the 43rd Annual Conference would imbue all delegates with a "renewed enthusiasm and dedication to the FCM, and awaken a keen interest in active participation in our many important undertakings."

The Annual General Meeting followed. Mayor Purves called upon Glenys Parry, the Federation's Executive Director, to present her annual report and the financial statements and auditors' report to March 31, 1980.

Mayor Purves proposed two amendments to the Federation's by-laws which were approved by delegates. (Minutes of the 43rd Annual General Meeting are attached as Appendix A.)

PLENARY SESSION: FUTURE OF THE FCM

Mayor John A. MacDonald of Hamilton presented a progress report from the FCM's Task Force on the *Future Role, Organization and Funding of the FCM.* The Mayor, the Chairman of the Task Force, stated that the year-long study concluded that a basic reorganization of the FCM is essential to make it a more viable national spokesman for municipal Canada.

The report, prepared by a Toronto consultant, outlines three possible directions, any one of which the FCM might select:

-- to continue its concentration on federal/municipal relationships, with its main revenues coming directly from municipal memberships;

-- to become an interprovincial secretariat for the provincial associations, based on an Australian model; or

-- to recruit the provincial associations as sponsors of a national municipal organization of all their municipal members, "maintaining a national presence, reporting on the pertinent activities of the Government of Canada and making direct representations to Ottawa as warranted, while providing a stong service support function throughout the Canadian provinces and regions."

The Task Force recommended adoption of the last course and further recommended that the Board be directed to appoint a new task force whose mandate would include the organization of a series of exploratory meetings with the provincial and territorial municipal associations to discuss the structural and financial responsibilities involved in the proposed restructured FCM. It would subsequently report its findings to the Executive Committee and to the Board, and prepare an implementation plan for consideration at the Regina Conference in June, 1981.

Dual Membership in the FCM

Mayor MacDonald presented two amendments to the report. The first, which came from the Executive Committee, re-

quested that a clause allowing two methods of membership be provided for a period of five years. During that period, municipalities could belong to the FCM by virtue of their membership in a provincial municipal association or directly, as an individual municipality. At the end of five years, Mayor MacDonald said, the FCM should be a fully operational association of provincial municipal associations, and the option of direct municipal membership would be discontinued.

The Prairies and Northwest Territories Regional Committee introduced a second amendment urging a permanent dual membership structure which would permit individual provinces to negotiate the terms of membership with their own municipalities.

Councillor D. A. Yanofsky of Winnipeg explained that such a move would ensure that those municipalities whose provincial associations did not join the FCM could still join as individual communities. Mr. Yanofsky stressed that, in the Prairies Regional Committee's opinion, the FCM's objective should be to involve as many municipalities as possible in its activities. Obviously, not all associations will opt for FCM membership; the new structure must, therefore, be flexible. It is important that the new task force take this point into consideration in its discussions with the provincial and territorial associations in the coming year.

The delegates received and accepted the Task Force Report on the proposed reorganization of the Federation, and instructed the Board to establish a new task force with the stipulation that its mandate (as described in Mayor MacDonald's progress report to the Conference) should include a detailed study of the two proposed amendments.

DELEGATES' LUNCHEON - 12:30 P.M.

Delegates were informed and entertained at Monday's luncheon by Canada's only surviving Father of Confederation, the Honourable Joey Smallwood. Mr. Smallwood is perhaps best remembered for his door-to-door campaign to convince his fellow Newfoundlanders that Confederation was best for them.

Mr. Smallwood explained some historical facts about Newfoundland, and traced its development since becoming Canada's tenth province in 1949.

He urged Canadians to continue to promote national unity, and not to allow the confederation to be weakened by provincial bickering. "Canada has not reached its peak as a nation", Mr. Smallwood told the delegates, "but still has tremendous potential...You can be a mighty force to promote the greatness of Canada."

WORKSHOP ON POLICING AND CRIME PREVENTION: SESSION I

This workshop was chaired by Alderman Olivia Butti of Edmonton, who presented a summary of the workshop's format and content, and introduced the first session's speakers.

Arthur Maloney, Q.C.

Mr. Maloney was the first speaker of the afternoon session, on the subject of "Laws and the Justice System". He said that the objective of the criminal law should be to protect, not to curtail, human liberty.

Speaking on the decriminalization of marijuana pos-

session, Mr. Maloney said that this offence symbolizes a widespread contempt for the law and legal institutions. Overly-stringent laws preventing marijuana use impose needlessly heavy costs on society as well as on individuals. Mr. Maloney also condemned increased electronic surveillance by police forces and called for its immediate curtailment.

With reference to police-citizen relations, Mr. Maloney pointed out that the effectiveness of any police department depends upon the degree of trust and cooperation it enjoys with the public. There is nothing more destructive than a department unconcerned with complaints about its conduct or services.

Chief Justice Alex Hickman

Mr. Justice Hickman of the Supreme Court of Newfoundland and Labrador (Trials Division), spoke about the strengthening of the Canadian judicial system and the centralization of Canadian law. He cautioned against delegating legal authority to the Provinces.

Regional disparities exist within the justice system, and the infrastructure required to assure fair and speedy trials in suitable surroundings does not command a high priority with politicians.

Mr. Justice Hickman called for expansion of the Supreme Court to relieve the impossible case load.

Professor Alan Grant

Professor Grant, of Osgoode Hall Law School, Toronto, challenged workshop participants with a number of questions

on policing matters and value in terms of dollars spent. He said that the capability of municipal police forces must be evaluated to ensure that value is obtained for the tax dollar.

Some questions municipalities should ask themselves are:

-- Does the police force have the capability to go beyond the basic "watch dog" function?

-- Who controls the police force?

-- What is its legislative mandate?

Professor Grant advocated the restructuring of existing small forces into strong regional forces with more participation from local representatives.

WORKSHOP ON THE TRANSPORTATION, STORAGE AND DISPOSAL OF DANGEROUS GOODS: SESSION I

This was chaired by Mayor Daniel Brownlow of Dartmouth, with Alderman Brian Lee of Calgary serving as Co-Chairman.

Transporting hazardous chemicals by various means was the focus of the Monday afternoon opening session. Alderman Lee synopsized the workshop's program. He noted that, in this area, too much tended to be taken for granted. Most people are unprepared to deal with emergencies. Municipalities must, therefore, have a plan for measures to be taken in an emergency arising from the transportation of dangerous goods. Similarily, the federal and provincial governments have a responsibility for setting and administering policies for the handling of hazardous materials.

Dr. Derek Wisdom

On the subject of transporting dangerous goods by road, Dr. Wisdom, representing the Canadian Trucking Association, deplored the lack of consistent regulations on the transportation of dangerous goods, and explained how this posed a serious problem for truckers. The provinces of Ontario and Saskatchewan were singled out for their unnecessarily complicated regulatory systems. A National Code was desirable from Dr. Wisdom's viewpoint, and he believed that an International Code for the transportation of dangerous goods would be ideal. Dr. Wisdom offered the Canadian Trucking Association's assistance in the drafting of revised regulations.

Mr. T. S. Shwed

Mr. Shwed of the National Energy Board spoke about pipelines, which he viewed as the most economical means of handling large volumes of hydrocarbons safely. He discussed design, locations, construction, maintenance of pipelines, and control. The National Energy Board requires x-rays and electronic inspections for all pipelines. All companies under the Board's jurisdiction must have manuals setting out safety measures, and an "Emergency Procedures Manual".

Municipalities can make an important contribution to pipeline planning and safety by providing input at public hearings. Contingency planning for major pipeline breaks should involve municipalities, and municipal officials should have an action plan to warn and inform their citizens, and to implement required evacuation procedures.

Mr. J. M. Gaudreau

Mr. Gaudreau of Transport Canada spoke to delegates on transporting goods by sea, rail and air. Ten *per cent* of trucking cargoes and five *per cent* of railway cargoes now consist of dangerous goods, and the question of storage is one of considerable concern. By-laws governing the handling of dangerous goods should be consistent, flexible, and practical.

TUESDAY, JUNE 10

WORKSHOP ON POLICING AND CRIME PREVENTION: SESSION II

Alderman Butti opened the Tuesday morning session with a list of the issues to be considered by the speakers: the need for a parole system; the leniency of the present system; police attitudes towards parole; problems facing the ordinary policeman; and the citizen's role in parole cases.

Mr. William Outerbridge

Mr. Outerbridge, Chairman of the National Parole Board, stated that the dual objective of the Board is to protect the public from the premature release of those who may pose a risk, while simultaneously trying to rehabilitate these individuals.

Citing a series of crimes attributed to parolees in the city of Edmonton in 1979, Mr. Outerbridge explored the limitations of the Canadian parole system.

The Board's investigation of the Edmonton cases, involving 15 charges for serious crimes against eight parolees,

revealed that the information files on prisoners released under the Board's control were incomplete, inaccurate and contained contradictory data. Mr. Outerbridge had since introduced standardized procedures for data collection and storage to ensure accurate and complete files.

The majority of alleged offenders in cases of violent crime have little or no record of previous violent behaviour. A statistical review of criminal activity in Edmonton during any three-month period between 1978 and 1979 showed that, of 280 serious crimes committed, only 15 were attributed to persons on conditional release.

Mr. Outerbridge said that the Board works hard to fulfil the purpose for which it was set up. The Solicitor-General has set up a task force to review the current parole system and has urged municipal leaders to contribute their viewpoints.

Mr. David P. Cole

Mr. Cole called for detailed examination of legislation regarding parole. In his view, the system is unworkable and modifications are needed. (Mr. Cole is a Toronto lawyer in private practice who has prepared and presented several papers on the parole system.)

He sees some merit in the parole system, but none at all in mandatory supervision. The latter, he explained, was set up as a means of control over prisoners during their confinement and must be earned by good behaviour. If an offender has not been paroled after serving two-thirds of his sentence, he is released for good behaviour. Nevertheless, his release

becomes conditional subject to the parole board.

A system of parole can be useful, but we must realize that what the Board can accomplish in rehabilitating prisoners at that late stage is limited. Steps should be taken to make the Board a more genuinely independent decision-making body.

Mr. Norman Koch

Mr. Koch, a detective with the Edmonton Police Department, spoke on the policeman's attitude towards the parole system. He referred to several cases of parolees who were released from prison and later committed further crimes. He stressed that convicted persons should have to earn the right to parole.

In conclusion, he called for the elimination of mandatory supervision, a thorough re-examination of the regulations controlling the parole system, and a complete re-examination of Canadian criminal law.

Mr. James M. MacLatchie

Mr. MacLatchie, Executive Director of the John Howard Society of Canada, outlined the Society's structure and objectives.

The Society believes that the dignity of man should ensure some fundamental protection regardless of offences committed. Society has a responsibility to try to find solutions to the problem of crime. "For this we need support from our respective municipalities," Mr. MacLatchie said.

Mr. MacLatchie referred to community "half-way houses"

and the negative community reaction and resistance which some have encountered. He suggested municipal leadership in removing zoning restrictions in these areas for a start.

WORKSHOP ON THE TRANSPORTATION, STORAGE AND DISPOSAL OF DANGEROUS GOODS: SESSION II

This session opened with a question and answer period involving members of the previous day's Transportation Panel. A keynote address on how to cope with nuclear dangers followed.

Mayor Robert Reid

Mayor Reid, of Middletown, Pennsylvania, spoke on the subject of the nuclear accident at Three Mile Island. His municipality, following the events of March 28, 1979, developed an evacuation and disaster plan which has been published and distributed. He urged delegates to make sure that they have emergency plans in place for every kind of disaster.

Mayor Reid said that now that we know nuclear accidents can happen, many questions must be answered before a nuclear power plant is constructed. In the Middletown area, a Nuclear Council made up of local citizens has been formed. He would recommend such a council for any community which has, or may have in the future, a nuclear plant.

Following Mayor Reid's address, Mr. J.-M. Gaudreau showed a series of slides relating to existing legislation on the transportation of dangerous goods. The provinces will be responsible for administering Bill C-18 (*An Act to promote public safety in the transportation of dangerous goods*) cur-

rently before Parliament for approval. Provincially-nominated inspectors will be trained by the federal government. The Bill provides for fines and increased penalties for contraventions.

Public safety in the transportation of dangerous goods involves packaging, shipping, and carriage considerations, and the designation of restricted routes. Regulations must not prohibit actions without providing positive alternatives. Goods being transported must be identified, and the degree of danger they pose noted. Placards and labels must be used effectively.

Mr. Ted Mejzner

Mr. Mejzner, of Nova Scotia's provincial Department of Health, spoke on the storage of dangerous materials within municipal boundaries. In his view, existing legislation provides better help to municipalities seeking to enforce regulations in this sphere. Municipalities should assess the causes of previous accidents with a view to preventing subsequent occurrences.

DELEGATES' LUNCHEON - 12:30 P.M.

In an address entitled "The Politics of Housing in the Eighties", David Greenspan warned delegates that it is time for all three levels of government to stop worrying about the division of powers and spend more time trying to relieve the "shocking housing crisis" in Canada. (Mr. Greenspan, a Toronto lawyer and author of a 1978 federal-provincial task force report on housing replaced the Honourable Paul Cosgrove as Tuesday's luncheon speaker.)

Mr. Greenspan said that the ordinary working Canadian will always prefer to own his own home. Owning a house repre-

sents not merely shelter and personal security, but it provides an economic stake in society. Hence governments must move to meet the strong demand for affordable housing which will continue through the mid-1980's.

Mr. Greenspan admitted that there seems to be a lull in housing prices now, but it is temporary. It is a result, he said, of the 1972-75 housing boom which lead to over-construction, and of the general sluggish economy.

From his observations of the housing market, Mr. Greenspan predicts that, by 1985, today's housing prices will look like the "good old days". For example, home owners will pay at least $100,000 or more for a three-bedrom suburban bungalow situated in a distant suburb of Toronto or Vancouver. Even without predicted increases, Mr. Greenspan said that first-time home buyers face the "triple whammy of high house prices, high mortgage amounts and high mortgage interest rates."

Mr. Greenspan cited two possible solutions to the housing crisis. The first is for senior governments to attack the problem of municipal finance by partially compensating municipalities for tax losses on low-cost housing. Since municipalities have no other source of revenue except property taxes, of course they must continue to build large, expensive homes which provide high taxes. This policy operates to the detriment of the lower-income sector. He said, "until senior governments do what they can, municipal governments will do what they must."

One immediate remedial step would be the reintroduction of a municipal inception grants program, similar to the short-lived federal one which expired in 1978. Any new pro-

gram, though, should provide municipalities with adequate funding to promote and develop high-density housing at an affordable price for low- to medium-income persons.

Governments could also relieve expected housing hardships for new owners by reducing the levels and layers of restriction now imposed on the planning process. Mr. Greenspan did not advocate elimination of all regulations on private development. There must be a balance between planning for housing needs and housing production.

WORKSHOP ON POLICING AND CRIME PREVENTION: SESSION III

Professor Louis A. Radelet

Professor Radelet of Michigan State University was the first speaker at the closing session on policing. Professor Radelet stated that the primary purpose of police/community relations in crime prevention should be the cooperative development of new solutions. Commitment by the police must be complete and preventive rather than reactive. Several approaches to the problem should be considered, including team policing.

The key aims of community relations programs should be responsiveness, accountability and effective services. Policing is a public political function in which citizens should be involved at the policy-making level.

Chief R. F. Lunney

Chief Lunney, the head of Edmonton's police force, pointed out that current trends in crime prevention are towards greater disclosure and more participation. For example, in Edmonton, the city Council has adopted a broad objective of

emphasis on crime prevention.

A balance between program and funding must be struck, and public surveys and forums should be conducted.

Chief Superintendent H. A. Feagan

Chief Superintendent Feagan, from the RCMP's "H" Division in Nova Scotia said that effective crime prevention depends upon public respect for law and order, based on credible and enforceable laws and an awareness of the certainty of detection and conviction. Crime prevention programs are most effective when they involve both the police and the community.

Mr. Feagan listed some general crime prevention methods: public education and information; prevention patrols/ police presence; and redirection of the individual.

Prevention activities can be frustrating because there is no way of measuring results, and because both the public and politicians tend to respond to immediate crises rather than to crime prevention programs.

Mr. Ray Palardy

Mr. Palardy, the National Crime Prevention Coordinator in the Ministry of the Solicitor General, stated that there is a growing trend to transform police forces into crime-controlling organizations. Financial assistance from government has expedited the development of crime prevention techniques, modern computer technology and better police training.

Crime prevention must be a joint effort between po-

lice and the ordinary citizen. The reduction of criminal opportunity is a very practical approach to crime prevention. Mr. Palardy cited some aids available through his office in Ottawa: a crime prevention kit; slide presentations; manuals on neighbourhood watch, shoplifting, business security and robbery prevention, and material on vandalism.

Responding to the comments of the previous speakers, Professor Alan Grant said that the advent of central communications and the use of cars rather than foot patrols has effected a change in attitude about public contact. He feels that preventive policing is definitely necessary, but that the police will always have an enforcement role.

Resolutions

Eleven resolutions dealing with various aspects of crime prevention and policing services were considered and forwarded to the plenary session on resolutions, together with the workshop's recommendation on each.

WORKSHOP ON THE TRANSPORTATION, STORAGE AND DISPOSAL OF DANGEROUS GOODS: SESSION III

Mr. Stewart Hay

Mr. Hay of Environment Canada began the closing session with information on the management of hazardous wastes. He summarized the existing disposal technology and the attempts to develop an international organization. The development of a Canadian Waste Exchange for the transfer of waste would necessitate the establishment of a system with basic standards acceptable across the country.

Mr. Hay stated that while privately-controlled waste disposal sites were a possibility, it seemed likely that the federal and provincial governments would retain major interests in such sites in the foreseeable future. The transportation of hazardous wastes would be included within the legislation pertaining to the transportation of dangerous goods.

Mayor Hazel McCallion

Mayor McCallion's address to the delegates on the train derailment in Mississauga highlighted a session on emergency contingency planning. In the Mayor's view, municipal officials currently lack the authority to deal with such emergencies. A clearer definition of the role of each level of govenrment is required. When Mississauga appealed to the federal government for help in the emergency, jurisdictional concerns were raised. Mayor McCallion stated that the federal government has all the money, the provincial governments have all the authority and the local governments have all the problems.

Mrs. McCallion concluded that the report of the enquiry conducted on the Mississauga accident should provide useful information for future planning. Every community faced with an emergency needs a crisis communication plan for media involvement and proper monitoring. All events should be comprehensively recorded following the accident.

Mr. Ronald H. Coell

Mr. Coell of the Emergency Measures Organization of Nova Scotia's Department of the Environment spoke about the principles of emergency planning. He noted that the courses

sponsored by Emergency Planning Canada at Arnprior (Ontario) provided useful training opportunities.

Foresight is essential in emergency planning, which requires a concentrated effort with multi-agency cooperation. An emergency plan must define what needs to be done and by whom.

Mr. Gaudreau returned to summarize the assistance available through the Canadian Emergency Response Centre. An emergency manual is being prepared. It will provide information for dealing appropriately with various kinds of emergencies. In addition, the Canadian Transport Emergency Centre operated by Transport Canada will aid Canadians requiring help following transportation accidents involving dangerous goods.

Captain Murdo MacKenzie

Captain MacKenzie of the Calgary Fire Department pointed out the advisability of establishing local task forces for the handling of emergencies relating to hazardous chemicals. Task forces can coordinate the activities of ambulance, fire and police authorities and can train concerned laymen. Intergovernmental planning is required to eliminate involvement of too many organizations. Volunteers should be trained to cope with emergency situations, since immediate action is crucial.

Resolutions

The workshop concluded with a question and answer period, following which a number of resolutions on the subject of the transportation, storage and disposal of dangerous goods received consideration.

The primary resolution calls for the Federation to establish a National Municipal Commission on the Transportation of Dangerous Goods, consisting of Regional Committee representatives, with funding to be negotiated (by the FCM) with Transport Canada. This resolution, along with several others approved in the workshop was directed to the Board of Directors for further research, discussion or action.

CONSTITUTIONAL REFORM

Mayor Jack Volrich of Vancouver chaired the first Conference session on constitutional reform. He deplored the lack of municipal presence at the meeting of Canada's eleven first Ministers taking place in Ottawa that day, and advised the delegates that a telegram of protest had been sent on their behalf.

"There are three levels of government in Canada, all elected by the same people, and so all three should be included in any discussions on changes to the constitution," the Mayor said. He added that we have now formulated our position in our report, *Municipal Government in a New Canadian Federal System*. We must proceed to persuade the other levels of government that we are entitled to a place at the Constitutional table.

Professor Edward McWhinney, Chairman of the FCM's Resource Task Force on Constitutional Reform summarized the FCM document and explained the task force's recommendations in more detail.

The thrust of the report's draft resolution is a call for defined aspects of law-making, fiscal and institutional autonomy for municipalities to be written into a renewed fed-

eral system with provincial governments' approval.

The report was generally well received and delegates commended the FCM and the resource task force on producing "such a well-researched and educational document." The FCM now has a basis from which to develop an approach to both the federal and provincial governments.

In response to delegates' questions, Dr. McWhinney explained the task force's view of fiscal autonomy. Municipalities would have access to revenues in proportion to their responsibilities based on an equalization formula. This would differ from the current system of provincial grants in that the proposed new revenues would be unconditional and would grow with the economy.

Councillor Yanofsky suggested that an amendment to the task force's draft resolution should stipulate the inclusion of the formal recognition of the third level of government. Its right of direct access to the federal level of government should also be enshrined.

Some delegates believed that the Federation has its priorities reversed. It should first concentrate on remodelling its own constitution and objectives before trying to obtain a place for municipalities in the Canadian constitution.

Big Cities or Little Provinces?--Workshop Proposal

Mayor Irene McGinn of Glovertown, Newfoundland, chaired an evening workshop scheduled to give interested delegates an opportunity to comment or to question Professor McWhinney on the conclusions reached by the members of his

Resource Task Force.

Mayor Derrick Humphreys of West Vancouver noted that according to the report on the FCM's reorganization, the FCM represents only 4.5 *per cent* of Canada's municipalities or 40 *per cent* of Canada's total population. In view of this, he questioned the Federation's right to demand constitutional recognition on behalf of all municipalities. Our immediate objective should be to act as a "nation-wide clearing-house or forum to promote parity of treatment of municipalities from province to province."

Toronto Alderman Richard Gilbert proposed a resolution requesting that the federal government initiate discussion on the creation of new provinces (city-states) to accommodate regional/metropolitan interests and responsibilities.

Professor McWhinney explained that this concept goes far beyond the present constitutional system under the *British North America Act*, and that it is, consequently, beyond the mandate of the Resource Task Force.

Dr. McWhinney said that the FCM report represents a great step forward for municipalities in the constitutional debate. There are, however, many gaps which can be filled in either by the FCM members, or by his group.

The resolution on proposed city-states, and two others, were forwarded without a workshop recommendation for further discussion at the plenary session on constitutional reform.

WEDNESDAY, JUNE 11

ELECTION OF NATIONAL OFFICERS: PLENARY

This session was chaired by Mayor Brownlow. As Chairman of the Nominating Committee, Mayor Brownlow announced the election of the members of the Executive Committee and of the National Board of Directors. (Attached as Appendix B.)

GENERAL AND WORKSHOP RESOLUTIONS: PLENARY

Co-Chairmen: Mayor Dennis Flynn, Etobicoke
Mayor Dominique Grenier, Shawinigan

Approximately 20 of the 39 resolutions considered by the delegates were forwarded to the federal government for its consideration. These include an omnibus resolution on energy, designed to replace resolutions 41 to 73 in the pre-Conference Resolutions Book. After a spirited debate, the assembly voted to forward all resolutions on energy to the incoming National Board of Directors for further consideration, along with those from the two workshops on policing and transportation of dangerous goods and a single resolution on airport management.

Resolutions approved include one from the policing workshop asking the FCM to establish and promote a series of workshops on crime prevention in the community, in each municipality, and to establish a coordinating committee to collect and distribute progress reports. Others involved federal sales tax exemptions, the Community Services Contribution Program, Exchange Programs for Staff Development, the Canadian Postal System, and Bill C-4 concerning grants to municipalities in lieu of taxes.

DELEGATES' LUNCHEON - 12:30 P.M.

Mayor Dennis Flynn of Etobicoke, newly-elected President of the FCM, addressed the delegates' luncheon on Wednesday, June 11. He promised to work diligently towards promoting the interests of all members of the Federation, urban and rural, large and small.

Mayor Flynn stated that the studies on constitutional reform and on the Federation's future would be ongoing concerns in the coming year. But he added that, in his opinion, the Federation must address the issue of the current energy crisis. He referred to the number of resolutions on conservation submitted to this year's Conference, and said, "It is my hope that next year's Annual Conference in Regina will focus on this theme, with world experts on the subject and intensive workshop sessions providing the latest information to all delegates."

The President added that it is time to face the reality of the energy crisis here in Canada, where we have long been protected against energy shortages, and against bearing actual energy costs. Mayor Flynn urged the members to support the cause of energy conservation in Canada starting in their own municipalities.

He concluded with a request for "your continued enthusiasm and support of the advancement of local government in Canada--in both status and effectiveness."

CONSTITUTIONAL REFORM

During the Wednesday plenary, chaired by the FCM's

outgoing President, Mayor Cecil Purves, debate continued on the constitutional report. Several points which had emerged from the workshop discussion were repeated for the enlightenment of the general assembly.

Dr. McWhinney explained that the FCM report does not go beyond existing constitutional law in Canada; it explicitly recognizes the disposition of the BNA Act. The report recommends not "rewriting the present constitution in terms of substantive divisions, but rather guaranteeing, in a federal document, general recognition and protection of municipalities." The specifics should be included in written provincial constitutions. At present, provincial constitutional law is unwritten and is subordinate to the BNA Act. Quebec is close to producing a written constitution. The Task Force recommends that all provinces should do the same.

Another issue not addressed in the report is tax immunities. This would require research on some very old and involved precedents both in Canada, and in other federal systems. The concept of city-states--their operation, decision-making powers, etc.--could also be researched; information is available.

One delegate commented that the report is a valuable tool; it should be used to lobby the provincial governments.

Mayor Humphreys repeated his previous comments, adding that "municipalities are indeed creatures of the provinces. I see nothing wrong with that. We were elected to provide services to people and property. That is our mandate. It is not to demand a seat at federal-provincial conferences."

Resolutions

The assembly briefly considered seven resolutions. The consensus was that, while all of them had merit, they needed further study. Alderman Anne Johnston of Toronto, referring to the city-states resolution, commented "...we have to make lots of noise, but first we must have lots of knowledge. Undoubtedly, the whole subject requires further study by a Task Force in consultation with our politicians."

The Task Force's draft resolution (p. 126 of the task force report) spells out general guidelines for municipal recognition in a federal renewed constitution, and specific ones to be written in new provincial constitutions. The second clause, which states in part "...Municipal government should fall within Provincial jurisdiction", was amended to add "except in respect of those constitutionally defined independent powers". Delegates then approved the draft resolution as amended.

They also approved another Task Force resolution, which provides the FCM, the Board and the Executive Committee with a strategy for proceeding with the recommendations of the task force. Before receiving general approval, it was amended to include a seventh clause relating to the draft resolution.

Other resolutions briefly debated included three from the workshop, one from the Quebec caucus and one from the floor. They dealt with various strategies for reform implementation, including the setting up of city-states and establishing direct links between municipalities and the federal government. All were referred to the Board of Directors for further study and possible action.

At the conclusion of the plenary session on Constitutional Reform, Mayor D. P. Brownlow declared the 43rd Annual Conference of the Federation of Canadian Municipalities adjourned.

APPENDIX A

FEDERATION OF CANADIAN MUNICIPALITIES

ANNUAL GENERAL MEETING

JUNE 4, 1980

On convening the Annual General Meeting, Mayor Purves asked for the report of the Executive Director, Glenys Parry, on the year's activities.

EXECUTIVE DIRECTOR'S REPORT

As Executive Director of the Federation of Canadian Municipalities, I am pleased to present my fourth Annual Report.

Since our last Annual Conference in Quebec City, the Federation's Executive Committee has met five times, and its National Board of Directors, four times.

Representatives of the Federation met with the national leaders of the Progressive Conservative and New Democratic parties, and expect to put the Federation's case to the Prime Minister shortly.

Our major study on the rôle of local government in a new or renewed Canadian confederation is now in your hands for endorsation at the 43rd Annual Conference. The Federation's Resource Task Force has worked with sustained dedication to produce a multi-faceted analysis of Canadian local governments' constitutional requirements. We look forward to a stimulating discussion on this important subject at a Conference plenary session on Wednesday, June 11.

As President of the Federation of Canadian Municipalities, Mayor C.J. Purves of Edmonton will speak to you at the 43rd Annual Conference's Annual General Meeting. At that time, he will inform the delegates of significant projects undertaken and completed during the past year, and will review significant policy initiatives.

In the interim, it may be of interest to summarize the outstanding events and activities of the last year. In addition to the completion and publication of the Task Force Report on Constitutional Reform, the Federation completed its important municipal terminology project. Six bilingual lexicons on various aspects of local government have been prepared in order to upgrade and standardize English and French vocabularies in these fields. The preliminary editions attracted much favourable comment from municipalities throughout Canada and we are confident that the final editions, shortly to be published as a cooperative project of the Federation and the Department of the Secretary of State, will prove to be valuable working aids for many Canadian municipalities.

The Federation will shortly be seeking a publisher for its comprehensive study on management and planning capabilities in communities with populations of less than 100,000.

A study document prepared by the FCM's Task Force on the organization's fees and constitution has been distributed to all delegates, and will be an aid to discussion of the Federation's future structure and rôle at a Conference plenary session.

We are introducing a new Conference format this year--one which features intensive multi-session workshops. Your comments on this approach, and your suggestions for suitable workshop topics for succeeding conferences will be carefully considered. We are confident that this year's workshop topics--policing and crime prevention, and the transportation, storage and disposal of dangerous goods--are timely issues of vital concern to Canadian communities of all sizes and in all parts of our country.

As you will have noted from the Federation's current financial statement, our situation remains healthy. In accordance with directions to be determined by the Federation's Task Force on the FCM's Fees and Constitution, we look forward to expanding the number and the effectiveness of services provided to our members.

During the past year, the Federation's staff members have continued to demonstrate outstanding dedication and professionalism. To each member of the staff, I extend sincere thanks. I should also like to thank members of the Federation's Executive Committee and National Board of Directors for their cooperation and support during the past year.

On this note, I conclude my report. I can assure you of my continuing interest in, and dedication to, the realization of the Federation's objectives. I sincerely hope that all those attending this year's Annual Conference--which boasts a record number of delegates--will find it a stimulating and valuable forum where they can discuss many issues of vital interest to Canada's local governments.

It was
Moved and
Seconded

THAT THE REPORT OF THE EXECUTIVE DIRECTOR BE ADOPTED.

CARRIED.

Mayor Purves then called on Glenys Parry for the presentation of the financial report.

FINANCIAL REPORT

I can assure you that we, at the Secretariat and in the Federation, are all dedicated to the maintenance of a health financial status. I will attempt to answer any questions you may have about this report. If there are none, I would respectfully request a motion for its adoption.

It was
Moved by Mayor D. Grenier
Seconded by Alderman C. Reid

THAT THE FINANCIAL REPORT, AS PRESENTED, BE RECEIVED.

CARRIED.

The Executive Director also requested that a motion be entertained for the re-appointment of the Federation's auditors, Normandin, Séguin and Associates.

It was
Moved and
Seconded

THAT NORMANDIN, SEGUIN AND ASSOCIATES, CHARTERED ACCOUNTANTS, BE APPOINTED AS THE FEDERATION'S AUDITORS FOR 1980-1981.

CARRIED.

Two resolutions requesting amendments to the Federation's By-laws were introduced.

It was
Moved and
Seconded

IN ORDER TO [illegible] MORE [illegible]ABLE GEOGRAPHICAL REPRESENTATION AMONG THE FE[illegible]ON'S [illegible] OFFICERS, IT IS RECOMMENDED THAT THE FEDERATION'S BY-LAWS BE AMENDED TO PROVIDE FOR THE ELECTION OF A THIRD VICE PRESIDENT.

CARRIED.

It was
Moved and
Seconded

THAT ARTICLE II (D) OF THE FCM'S BY-LAWS BE REVISED TO ENSURE THAT THIS ARTICLE NEED NOT APPLY TO THE SIX CITIES ASSOCIATION OF NEW BRUNSWICK.

CARRIED.

There being no further business, the Annual General Meeting was adjourned.

NATIONAL BOARD OF DIRECTORS
CONSEIL NATIONAL D'ADMINISTRATION

PRESIDENT/PRESIDENT: *MAYOR D. FLYNN, ETOBICOKE
FIRST VICE-PRESIDENT/PREMIER: *MAIRE J. PELLETIER, QUEBEC
SECOND VICE-PRESIDENT/DEUXIEME: *MAYOR D. BROWNLOW, DARTMOUTH
THIRD VICE-PRESIDENT/TROISIEME: *COUNCILLOR D.A. YANOFSKY, WINNIPEG
PAST-PRESIDENT/SORTANT: *MAYOR C. J. PURVES, EDMONTON

DIRECTORS ELECTED AT LARGE, THOSE REPRESENTING LARGE MUNICIPALITIES (M)
AND THOSE DESIGNATED BY PROVINCIAL AND TERRITORIAL ASSOCIATIONS (D)

BRITISH COLUMBIA/ COLOMBIE-BRITANNIQUE	(D)	Mayor C. Lakes, President Union of B.C. Municipalities	*Mayor M.S. Evers, New Westminster Mayor G. Ferguson, Abbotsford
	(M)	Alderman D. Bellamy, Vancouver	
	(M)	Alderman D. Lawson, Burnaby	
ALBERTA	(D)	Alderman G. Davison, A.U.M.A.	Alderman R.W. Clement, Medicine Hat
	(D)	*Reeve L. M. Miller, President A.A.M.D. & C.	
	(M)	Alderman C. Reid, Calgary	
	(M)	Alderman O. Butti, Edmonton	
SASKATCHEWAN	(D)	*Mayor E.J. Brady, President, S.U.M.A.	
	(D)	Reeve B.M. Anderson, President, S.A.R.M.	
	(M)	Mayor L.P. Schneider, Regina	
	(M)	Alderman A. Cave, Moose Jaw	
MANITOBA	(D)	vacancy	Mayor K.J. Burgess, Brandon
	(M)	Councillor W. McGarva, Winnipeg	Councillor R. Nordman, Winnipeg
	(M)	Mayor D.G. MacLean, Thompson	
ONTARIO	(D)	Mayor C. Mason, President, A.M.O.	Mayor D. Miller, Thunder Bay
	(D)	Deputy Reeve M. Moore, President, R.O.M.A.	Mayor L.O. Stonehouse, Wallaceburg Alderman T.A. Angus, Sault Ste. Marie
	(D)	R. Lapointe, President, A.C.R.O.	
	(M)	Controller F. Faubert, Metro Toronto	
	(M)	Mayor M. Dewar, Ottawa-Carleton	
	(M)	*Mayor J. MacDonald, Hamilton-Wentworth	
QUEBEC	(D)	Maire J. O'Bready, President, U.M.Q.	Maire P. Bernier, Drummondville
	(M)	Maire G. Raymond, LaSalle	*Maire D. Grenier, Shawinigan
	(M)	Maire J.-M. Dion, Sept-Iles	Maire L. Filion, La Tuque
	(M)	Mayor C.W. McDonald, Pierrefonds	Maire M. Pageau, Ancienne Lorette
NEW BRUNSWICK/ NOUVEAU-BRUNSWICK	(D)	Councillor N. Allen, Cities of N.B. Association	
	(D)	Mayor R. Simpson, Towns of N.B. Association	
	(D)	Mayor E. Landry, President, Assoc. of Villages of N.B.	
NOVA SCOTIA/ NOUVELLE-ECOSSE	(D)	Mayor R. W. Phinney, President, U.N.S.M.	Mayor R. J. Munroe, Stellarton
	(M)	Warden E. Lawrence, Halifax County	
	(M)	Alderman D. L. Valardo, Dartmouth	
PRINCE EDWARD ISLAND/ ILE-DU-PRINCE-EDOUARD	(D)	Chairman B. J. Brown, President, Fed. of P.E.I. Municipalities	
	(M)	Mayor F. Moran, Charlottetown	
NEWFOUNDLAND/ TERRE-NEUVE	(D)	Mayor I. McGinn, President Nfld. & Lab. Fed. of Municipalities	Councillor F. Bannister, Mount Pearl
	(M)	*Mayor N. F. Murphy, Corner Brook	
NORTHWEST TERRITORIES/ TERRITOIRES DU NORD-OUEST	(D)	Councillor W.B. Kudelik, President N.W.T. Assoc. of Municipalities	
YUKON	(D)	Alderman J. Pierce, President, Assoc. of Yukon Communities	

* Members of the Executive Committee